

1. ZONE 2C ELEVATED WATER STORAGE
ENVIRONMENTAL ASSESSMENT

COMMITTEE RECOMMENDATIONS AS AMENDED

That Council approve the following:

1. **Confirm the preferred location of the new Zone 2C Elevated Water Tank be on the Regionally owned property immediately west of the Conroy Snow Dump (site 11 C);**
2. **The remainder of this property west of the snow dump not required for the water tower be retained by the Region as a natural environment area for use by the community as a passive recreational area;**
3. **Staff be directed to:**
 - a) **Enter into discussions with the community for the long-term management of the property; and**
 - b) **Initiate a re-zoning application at the City of Ottawa to ensure the intent of public green space on this property.**

DOCUMENTATION

1. Director, Engineering Division Environment and Transportation Department report dated 04 February 1999 is immediately attached.
2. Extract of Draft Minute, 23 Feb 99, follows and includes a record of the vote.

REGION OF OTTAWA-CARLETON
RÉGION D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf.
Your File/V/Réf.

DATE 04 February 1999

TO/DEST. Co-ordinator
Planning and Environment Committee

FROM/EXP. Director, Engineering Division
Environment and Transportation Department

SUBJECT/OBJET **ZONE 2C ELEVATED WATER STORAGE TANK
ENVIRONMENTAL ASSESSMENT**

DEPARTMENTAL RECOMMENDATION

That Planning and Environment Committee recommend that Council confirm the preferred location for the new Zone 2C Elevated Water Storage Tank as outlined in the recently completed Environmental Screening Report dated January 1999, that being, Site 11B located west of Conroy Road and immediately east of the Region's snow disposal facility located at Conroy Road and Thurston Drive.

BACKGROUND

The Alta Vista elevated storage tank currently provides balancing storage and pressure modulation to customers in Zone 2C in the Region of Ottawa-Carleton's central water supply system.

In 1992, the Region undertook a cursory study of the condition of the tank and determined that the tank required recoating and that more extensive rehabilitation would be required by approximately 1998. To better assess the amount of deterioration in the existing tank and the rehabilitation required, a detailed inspection of the 46 year old Alta Vista tank was undertaken in 1997. The evaluation concluded that the tank was badly corroded and nearing the end of its service life. In addition, the cost to rehabilitate the tank was high and the remaining service life would be moderate in comparison to the cost and service life of a new tank. On that basis, it was recommended that the Region consider replacing the existing elevated storage tank with another elevated storage tank.

The Region's 1997 Water Master Plan was prepared based upon the service provided by the Alta Vista Elevated Tank.

On 16 June 1998, Corporate Services and Economic Development Committee approved the appointment of R.V. Anderson Associates Limited, Ottawa to undertake the environmental assessment studies for the Alta Vista Tank Replacement. The purpose of the study was to prepare an assessment of alternatives and the recommendation of the best alternative for a Zone 2C elevated tank taking into account the recent evaluation of the existing Alta Vista Tank. This assessment followed the Municipal Engineers Association Class EA process for water and wastewater infrastructure and proceeded as a Schedule 'B' activity.

DISCUSSION

A two-stage evaluation approach was used for the Zone 2C Elevated Storage Tank Study. The first set of criteria were used to identify sites that could meet the fundamental requirements of the project, and screened out sites that did not warrant further investigation. Four key criteria were used to identify potential tank sites:

- Land equal to or greater than 90 metres elevation;

To maintain system pressures equal or greater to 275 kPa, the top water level in the tank should be approximately 131 metres above sea level. Sites were sought with an elevation of 90 metres above sea level since construction costs begin to escalate significantly when a tank approaches 50 meters in height.

- Vacant parcels with dimensions equal to or greater than 100 metres by 100 metres;

While the new tank itself will be approximately 30 metres in diameter, a larger site area is needed to allow for construction and maintenance activities.

- Land within 1.5 kilometres of existing watermains 600 mm in diameter or greater;

The further the tank is from a major watermain, the greater the infrastructure costs to connect it to the existing system. This cost can increase the total project value significantly. Furthermore, tanks are best if located near the area of greatest demand. For both these reasons, sites beyond a 1.5 kilometre radius of major mains were not considered.

- All Regionally-owned properties within the study area.

Using the above criteria, twelve new possible tank sites were identified. The locations of these various sites are shown on Figure 1 (attached).

The second set of criteria were used to further evaluate the relative merits of the twelve new potential tank sites as well as the existing site. The detailed criteria were taken and modified somewhat from the 1997 RMO *Planning & Environmental Assessment Summary Report* prepared for the Regional Water, Wastewater, and Transportation Master Plans, and the Regional Official Plan. The modifications to the detailed criteria were required because not all of the master planning criteria were applicable or appropriate, because of the much reduced scale and more finite scope of this project.

The evaluation criteria and their respective weightings used in this study included the Natural Environment (15%), Community (55%) and Economic (30%). The weightings reflect the high visibility of storage tanks and the difficulty in situating this type of infrastructure in any established community.

Each site was evaluated against the other sites using the criteria listed above to produce a relative Low, Medium, and High Preference rating for each site and each criteria. This method of comparison allows for a relative comparison of the different sites. Once the evaluation was completed, each L, M, and H was converted to a 1, 2, 3 respectively, and multiplied by the weighting of each of the evaluation criteria. On this basis, sites with higher scores are considered to be preferred. The maximum possible score was 300.

The sites rated as follows:

Site	1	2	3	4	5	6	7	8	9	10	11A	11B	exist
Weighted Score	160	210	240	145	150	180	190	115	155	190	205	275	190

CONSULTATION

A public consultation strategy was developed consisting of two components.

Firstly, the draft detailed evaluation criteria were circulated to agencies, community associations and made available to the general public for comment prior to identification of potential sites, so that an unbiased means of comparing sites would result. Comments were received and were subsequently incorporated into the criteria.

Secondly, after the individual sites were assessed and a relative order of preference had been determined, a series of three open houses were held to solicit public input on the evaluation results.

The majority of comments received from the public supported the installation of an elevated tank next to the Region's snow disposal facility on Conroy Road. Strong opposition to the Nos. 2 and 3 Sites was expressed by many Alta Vista residents and their Community Association. However, residents from the Hunt Club/Greenboro area and their Community Association expressed concern regarding the potential visual impacts of an elevated tank in close proximity to Conroy Road (Site 11B), as this is a key entrance to their community. They indicated a preference to a previously unconsidered site located immediately west of the snow disposal facility. This site, identified as Site 11C, was subsequently evaluated and received 250 points. A tank at this location would reduce the visual impact for motorists driving along Conroy Road but would increase the visual impact to the existing Fairlea residential community located to the northwest.

Staff were informed by members of the Fairlea Community Association that the community would be willing to accept a tank at the 11C location, provided that the lands surplus to the snow disposal facility were retained as greenspace.

The Region presently owns approximately 25 ha. of land at 3100 Conroy Road (also known as the Conroy Woods). The Region's Conroy Road Snow Disposal Facility occupies approximately 9 ha. of this area. The remaining lands, presently zoned light industrial, are considered as surplus to the Region and have received Draft Approval of Subdivision as of 06 October 1996 (revised to include additional conditions relating to the protection of specific types of vegetation and groundwater flow to the Conroy Swamp to settle the appeal to the Ontario Municipal Board filed against Zoning By-law 77-93).

The Conroy Woods were included in the recently completed City of Ottawa's Natural & Open Spaces Study (NOSS), NOSS ID No. 3403. The following excerpts were taken from that study:

"The Conroy Woods scored moderate in the environmental values evaluation, moderate in the social value evaluation, low (zero) in the recreational linkage evaluation and low in the feasibility evaluation. This natural area is a valuable asset within the urban community."

"The feasibility of maintaining the Conroy Woods area was ranked low. The area is in public ownership, however, the Regional Municipality of Ottawa-Carleton has declared the lands surplus to their needs. There is a draft Plan of Subdivision Approval for light industrial development. Within the conditions of subdivision approval, it states that protection of significant natural features as well as maintenance of groundwater flows to Conroy Swamp must be respected."

CONCLUSION

After a thorough evaluation of the service requirements and potential visual, environmental and economic impacts, staff recommend that the new Zone 2C elevated water storage tank be located at Site 11B, west of Conroy Road and immediately east of the Region's snow disposal facility located at Conroy Road and Thurston Drive. Staff do not recommend the construction of an elevated tank on Site 11C as it will require an additional capital cost of approximately \$500,000 for the construction of a watermain and gravel access road from Conroy Road to the site and will result in lost revenue from the potential sale of these lands. In addition, a tank at Site 11C will increase the visual impacts to the Fairlea Community and will only be supported by them if a commitment is made by the Region to retain this property as greenspace.

The next step in the environmental assessment process is the advertisement of the Notice of Completion. Should no bump-up requests be received within the 30 day notice period, the project will be deemed approved and will proceed to the design and construction phases.

FINANCIAL IMPLICATIONS

The 1999 Draft Capital Budget had identified a total authority of \$3,500,000 for this project.

*Approved by
J. Miller, P.Eng.*

ZAG/jw

Zone 2C Elevated Storage Reservoir Environmental Assessment

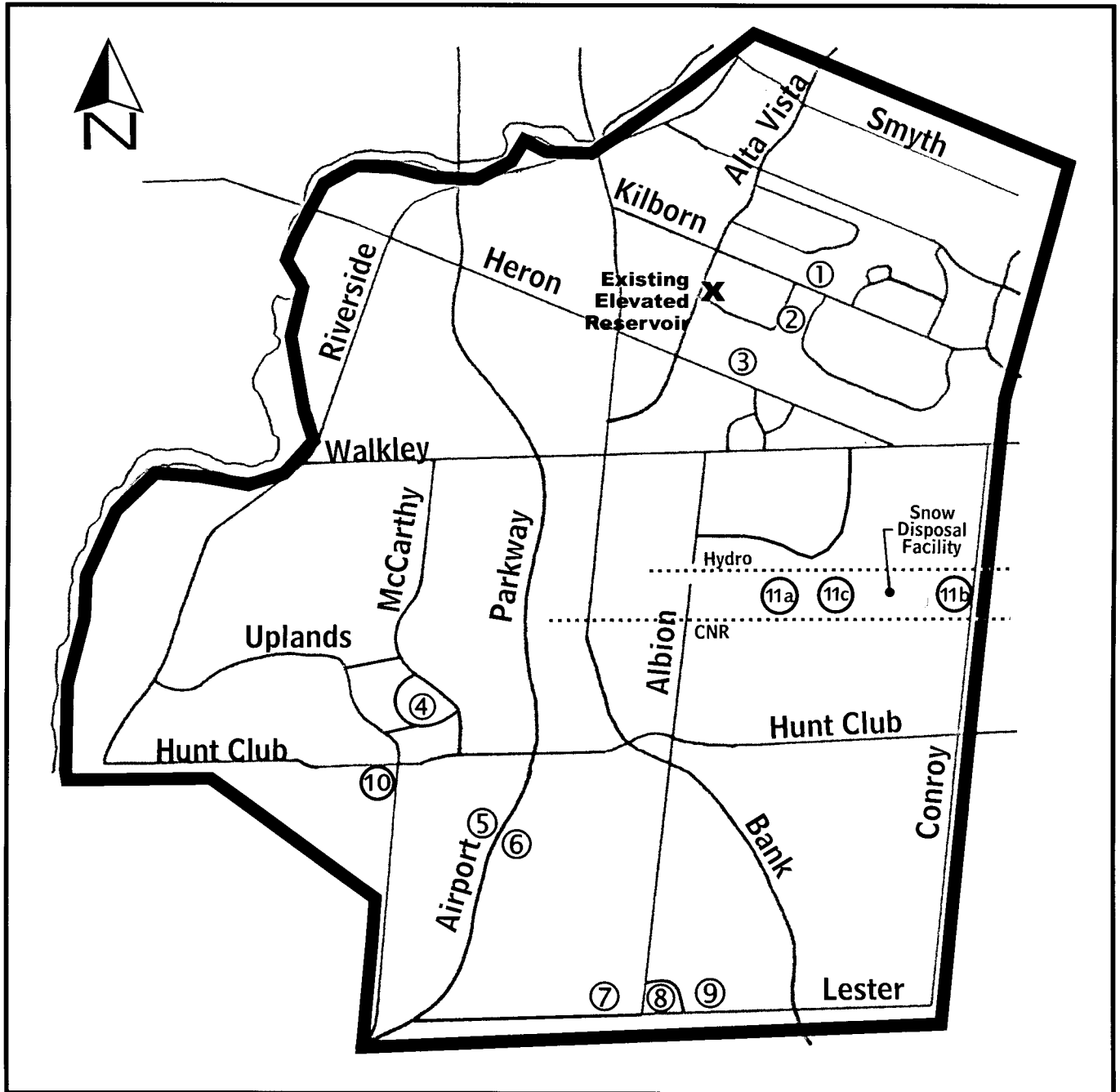


Figure 1

Extract of Draft Minute
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ZONE 2C ELEVATED WATER STORAGE TANK
ENVIRONMENTAL ASSESSMENT

- Director, Engineering Division, Environment and Transportation Department report
dated 04 Feb 99

Jim Miller, Director, Engineering Division and Ziad Ghadban, Engineer, appeared before the Committee on this item. Mr. Miller provided an overview of the staff report.

Councillor Bellemare, had questions concerning the last water storage tank built in the Region. Andre Proulx, Director, Water Division advised the last storage tank was built at Innes Road approximately 15 years ago. He estimated it was half the size of the proposed water storage tank and would therefore have been approximately half the cost. On the issue of whether or not it would have been evaluated in the same way, Jim Miller, Director, Engineering noted the process has changed, in that the construction of the Innes Road tank would have predated the Environmental Assessment Act.

Councillor Bellemare had further questions concerning what the cost of the proposed water storage tank included. Mr. Miller advised the price would include such things as access to the site, valving, ongoing verification and assessment.

The Committee then heard from the following delegations:

Rhea Nicholson, President, Civic Affairs Committee, South Keys, Greenboro Community Association, advised she had been a resident of the area since 1979. Ms. Nicholson began by offering the community's praise for the ward Councillor, Dan Beamish and the way in which he has kept the community informed on this issue.

Ms. Nicholson stated it would appear her Ward is being "dumped on"; noting a housing project had been approved despite objections from the community, the snow dump and a rail way yard are located there and now a water tower is proposed. She expressed dismay the location chosen was based on cost despite the fact that it will last 50 years and is not supported by the community. She felt the fact the Region was going against the wishes of the residents, indicated it had no respect for the community and felt the time the residents spent providing input on this issue was totally wasted. She urged the Committee not to support the staff recommendation and instead to support the location of the water storage tower on the land behind the snow dump.

Councillor Stewart asked the delegation to expand on why the community does not want the water tower located in front of the snow dump. Ms. Nicholson replied if the water tank were located in front of the snow dump, it would be fronting on Conroy Road and

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would be the focal point on entering the community and would not be very visually pleasing.

Brian Hawley, Fairlea Community Association, advised the Fairlea Community is north of the hydro tower and north-west of the snow dump. He said he was part of the group that proposed that the water tower be located behind the snow dump, and did so in the interest of preserving green space. Mr. Hawley went on to point out that green space is at a premium in this area, noting it has recently lost a great deal of green space owned by the NCC. He said the majority of residents in the community are of a lower income and do not have access to alternative green space (i.e. country homes, etc).

Mr. Hawley noted in scientific circles, there is always the opportunity to challenge studies, however, in this instance, there has been no opportunity to challenge the findings of the staff report.

The speaker pointed out other benefits of locating the water tower behind the snow dump, namely, an access road already exists (it may have to be updated but it does exist) and the land of the staff proposed site, fronts on Conroy Road and could be sold at a much higher profit than the land behind the snow dump.

In closing, Mr. Hawley offered comments concerning the public participation process. He noted there was a great deal of confusion concerning the information provided and although a third public meeting was held to sort out the confusion, he said he was not convinced this confusion was resolved.

Barbara Barr, Civic Affairs Committee, South Keys Greenboro Community Association, expressed her disappointment with the staff recommendation. Ms. Barr noted Ottawa South is separated from the rest of Ottawa by a rail way track, and much like a river, there are only a few places at which you can cross. She said a huge water tower placed at the gateway to the community will be an eyesore.

Ms. Barr said the Fairlea and the South Keys Greenboro Communities are willing to have the water tower in their “backyard” (i.e. behind the snow dump) but they do object to having it in their “front yard”. She pointed out the present water tower is not fronting on Alta Vista Drive, but rather is set back. The residents of South Keys Greenboro want their community to look good; she spoke of the esthetic value and the impact on housing prices and future development, locating the water tower in front of the snow dump, might have. She asked the Committee to take these hard to measure values into consideration and support the location of the water tower behind the snow dump at site 11C.

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Peter Stockdale, President, Fairlea Community Association, spoke against the staff report and noted it was his community association which recommended the water tower be located behind the snow dump. He said much of the green space in this area is being sold (e.g. land owned by the Ottawa Board of Education and the NCC) and he noted it is the green space that makes this community livable. He advised the ecologically significant area of Conroy Swamp (now known as the Greenboro Turtle Head Nature Area) is fed by over 50% of its water coming from 3100 Conroy Road (i.e. the snow dump). Dr. Stockdale said the community sees locating the water tower behind the snow dump as a means to do something useful for the Region, while saving the valued green space.

Councillor Beamish asked the speaker to highlight some of the local environmental features. Dr. Stockdale replied in the green space there is a plant called dense sedge. He said this plant is quite rare and is found only in one other area of the Region (Osgoode) and only a couple of other places in Canada (i.e. Georgian Bay and Prince Edward Island). It has survived thousands of years, since the end of the ice age. If the Region disposes of this land, this grassy material will be gone. Dr. Stockdale also pointed out further development in the area (other than the water tower) will jeopardize Conroy Swamp.

Bob Perkins, Hunt Club Park Community Association, pointed out the aerial photo being used by staff was out of date and advised that much of the green space shown was currently being developed. Mr. Perkins went on to express his disappointment with the entire process, noting notice for one of the meetings was never delivered to the residents (due to a problem with Canada Post) and notice for the second meeting, arrived on the day of the meeting. As well, the initial report had many inconsistencies; he said staff rated sites on a scale of one to three, however, certain sites could actually score a zero. He said the site recommended by the community was disregarded because of price, even though it was the second highest scoring site and no other sites were disregarded on this basis. He said the majority of the residents (including the Ottawa Business Park tenants) in the surrounding communities are in favour of site 11C, behind the snow dump. He said the Region should take into account the effect on the property values putting the tower at the staff proposed site of 11B will have over the term of this project (i.e. 50 years). He pointed out the difference in cost between the two sites (i.e. \$500,000) would be similar to the cost of radio and television advertising the Region has recently been carrying out.

Stephen Harris, Vice President, Civic Affairs, Hunt Club Park Community Association, confirmed earlier statements that large portions of the residential and business communities are not shown on the map provided by staff. Mr. Harris also stressed the site proposed by staff on Conroy road is much more marketable than the interior site that has a lot of environmental concerns. He noted this area is the gateway to Hunt Club Park and Greenboro and the water tower has the potential to be extremely unsightly; he felt the Committee should seriously consider the visual impact the water tower will have on the

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community. He urged the Committee to support the Community Association's recommendation to locate the water tower behind the snow dump.

Councillor Stewart asked staff if the three (11 series) sites were identified before the public meetings were held. Mr. Ghadban advised sites 11A and 11B were identified prior to the open houses; site 11C was identified before the open houses but was really elaborated on at the open houses.

Councillor Stewart had further questions concerning the land located on Conroy Road and whether it was salable. Mr. Tunnacliffe replied the entire parcel of land (except for the snow dump) had been declared surplus and the Region would be trying to sell it once the location of the water tower is determined. Councillor Stewart asked what value had been put on the finger of land between the rights-of-ways. Doug McCaslin, Manager, Property Acquisitions Branch, estimated the lands fronting on Conroy road would be worth in excess of \$100,000, depending on the purchaser. The lands behind the snow dump would be worth less (approximately 1/4 or 1/5th of the lands at the front) because of servicing needs.

Councillor Stewart expressed concern about Conroy Swamp and noted provisions would have to be made to protect this natural feature and questioned whether this would affect the lands salability. Mr. McCaslin stated the land at the back of the snow dump is part of a draft plan of subdivision and he said he believed there were conditions in the draft plan that speak to the issues of drainage and the dense sedge, etc.

Councillor Stewart asked for a staff response to the comment made by a speaker that the community had no opportunity to challenge staff conclusions. She said it was her belief this was a very comprehensive and transparent public consultation. Mr. Miller advised the staff report was released a few days early to provide the public with the opportunity to review and provide further input. Mr. Ghadban added the three open houses were held to try to get as much input from the public as possible. He acknowledged there was the problem with Canada Post with regard to the delivery of the fliers, however, Councillor Beamish had advertisements for the open houses in the local papers, in addition to the advertisements placed by staff.

Councillor Stewart asked if any complaints had been received from any of the residents of the Fairlea Community with regard to the visual impact of locating the water tower at site 11C. Mr. Ghadban replied the residents of Fairlea are willing to accept site 11C and any visual impact it may have, on the condition of the Region retaining the green space.

Councillor Legendre referring to page 4 asked why staff would have examined site 11A and not 11C. Mr. Ghadban replied staff looked at site 11A (the clearing just below the

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hydro line) as they felt it would have a very minor impact on the environment; as well, they looked at site 11B, at the other end of the property, fronting on Conroy Road. He said staff were of the opinion these two sites (at either end of the property) addressed as many concerns as possible.

Councillor Legendre questioned how many other sites there were in this area that staff did not investigate. Mr. Ghadban stated when constructing an elevated storage tank (above 45 to 50 metres) the costs escalate. Staff did an initial screening of all potential vacant properties within the study area that met the 90 metre elevation and were within 1.5 kilometres of a feedermain. He said Dr. Stockdale brought to staff's attention the 3100 Conroy Road location (site 11C) and because it was a Regionally owned site (which would lower the land costs) staff did pursue it. He said although this site has a lower elevation than 90 metres it was not enough to make costs escalate.

Councillor Beamish commenting with respect to the delivery of the fliers for the public meetings stated it was more than a "minor screw-up" by Canada post. The first time the fliers did not go out at all; the second time they came tucked inside "junk mail" on the afternoon of the meeting.

The Councillor went on to advise this matter had been very contentious in the community, particularly when the staff recommendation became public. He felt the community had taken a very reasonable position and had been very responsible about the whole issue, noting no one wants a huge water tank in their community. He said in this case, the Community has accepted a water tower is a necessary evil and has proposed site 11C, in exchange for the Region retaining the rest of the site as public green space.

With respect to this green space, Councillor Beamish pointed out the land was purchased by the Region for the inner ring road and this is no longer in the Official Plan. He noted the community has been asking the Region to retain this piece of green space for a number of years and in fact fought an attempt by the Region to rezone this property four or five years ago. The Councillor pointed out a number of development constraints on this land, noting it is under serviced (almost inaccessible), located behind a snow dump and beside the railway right-of-way. In addition, there are a number of environmental constraints (e.g. this is the recharge area for Conroy Swamp, contains dense sedge and trembling aspen trees) that will make it very difficult to market.

Councillor Beamish pointed out this is not the wealthiest community in Ottawa-Carleton, it is very densely populated and is very much under served in terms of recreational facilities. Residents of the neighbourhood make use of this green space property with informal pathways for walking and cycling; most of the people in the community do not have access to cars or to the Greenbelt. Referring to Schedule I of the Regional Official

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Plan, Councillor Beamish noted one of the recreational pathways runs through the subject property; this pathway links Mer Bleu Swamp in the east and McCarthy Woods and the Rideau River Corridor in the west.

In concluding his remarks, Councillor Beamish urged the Committee to accede to the wishes of virtually all of the community and support his motion to approve Site 11C as the location for the water tower and retain the remainder of the property as green space.

Councillor Stewart asked if the “remainder of the property” included the frontage on Conroy Road. Councillor Beamish indicated it did not. Councillor Stewart felt this should be clear. Councillor Beamish agreed to add the words “west of the snow dump” after the word “property” in the second part of his motion, to clarify this.

Councillor Stewart, speaking to the motion, noted this community has already lost part of its recreational green space with the loss of the Heron/Walkley lands and she agreed the community needs this green space. She felt the proposal was a good compromise and concurred with previous speakers about the environmental significance of this land. She thanked staff for the excellent job they did and stated she would be supporting the community and therefore Councillor Beamish’s motion.

Chair Hunter asked staff if there would be any significant operating difference between the two sites (11B and 11 C). Mr. Miller noted site 11C will require 700 metres of extra water main, however, in terms of maintaining the force, it will be engineered to have the same hydraulic performance.

Chair Hunter then said he had a minor problem with Councillor Beamish’s motion, noting it was not usual for the Region to maintain active or passive recreational areas. He suggested, if this is approved, that an agreement be sought with the City of Ottawa, similar to what was done for surplus lands at Hunt Club Road and Greenbank. Councillor Beamish indicated this was certainly possible and noted the community is looking at land trust agreements and other ways to maintain the property.

The Committee then considered Councillor Beamish’s motion.

Moved by D. Beamish

Whereas a community consensus has been reached in the matter of the relocation of the Alta Vista Water Tower;

Therefore Be It Resolved that That Planning and Environment Committee recommend that Council approve the following:

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1. **Confirm the preferred location of the new Zone 2C Elevated Water Tank be on the Regionally owned property immediately west of the Conroy Snow Dump (site 11 C);**
2. **The remainder of this property west of the Snow Dump, not required for the water tower, be retained by the Region as a natural environment area for use by the community as a passive recreational area;**
3. **Staff be directed to:**
 - a) **Enter into discussions with the community for the long-term management of the property; and,**
 - b) **Initiate a re-zoning application at the City of Ottawa to ensure the intent of public green space on this property.**

CARRIED as amended